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Policing's dirty little secret?

Spouse abuse by police sparks concern — and a Federal lawsuit

By Jacob R. Clark

In this day and age, police are much more likely to intervene in domestic violence situations than was the case a decade ago, and many departments have instituted specialized training and procedures to deal with the situations in a sensitive yet authoritative manner. But what happens when a police officer is the subject of a domestic violence complaint?

Not enough to protect wives who may be physically abused by their police husbands, according to one Chicago lawyer, who last year filed a Federal lawsuit against city officials, including Police Superintendent LeRoy Martin and the current and former heads of the Office of Professional Standards (OPS), which investigates complaints against police officers and recommends disciplinary action to Martin.

Jan Susler, an attorney with the People's Law Office, contends that a "code of silence" exists when the batterer is a police officer — and that the lives of police wives are grievously at stake.

Susler and fellow attorney Jeffrey Haas filed suit last June on behalf of a Chicago police officer's wife, who Susler said was the victim of repeated

physical attacks by her husband. Susler maintains that her client sought a variety of remedies to alleviate the situation — including obtaining a court order of protection and confronting the Police Department about her husband's abusive behavior — but to no avail. The suit charges that the Police Department's failure to discipline, supervise and monitor officers who abuse their spouses constitutes a violation of the woman's civil rights.

Above the Law

"There's a code of silence I'm sure your readers will be aware of that exists among police officers. And we're alleging the code of silence was part of — in addition to the failure to discipline and control and supervise — what led to this officer's feeling that he was above the law and could do whatever he wanted to," Susler said in an interview with LEN.

That Police Department policy "has the effect of letting these officers know that it's perfectly OK to go ahead and use violence" against their families as well as criminal suspects, said Susler. "It's a policy that says, 'You may use the power of your office to abuse your family.'"

Susler refused to identify the plaintiff in the suit,

which is now in the discovery phase, but LEN did learn the woman's identity. Susler says, however, that identifying her client could endanger her life. "She fears very much that her husband could quite easily kill her," Susler said.

"Her point is well taken," said assistant corporation counsel Patrick Rocks, who is representing the city officials named as defendants. Rocks said he could offer few comments on the matter, but added that he is not representing the officer accused of abuse.

Susler offered scant details about the case because of the threat to her client's safety, but she was willing to go into the history of abuse that characterized her client's marriage to the officer. "They were married and he was quite violent with her over a period of years. The first time he beat her up she called the police, and they were on notice that he had a very serious problem with violence toward his wife. The police came and did nothing. Afterwards, he continued to beat her, threatened her life and told her that if she called police, things would be worse for her — and that no one would believe her anyway because they were all brothers and they

No fueling — Illinois orders troopers to go bargain-hunting for gasoline

Illinois State Police officials have eased most of the strict gasoline conservation measures imposed in January, but the state's 2,000 troopers are still being urged to shop for fuel bargains and avoid gas stations that tack on surcharges for credit-card purchases.

"We sort of declared victory and went home on that one," said State Police spokesman Bob Fletcher of the conservation measures that were in effect until early this month.

Under the voluntary guidelines, imposed after the escalation of the Persian Gulf crisis caused fuel prices to skyrocket, troopers were asked to turn off their engines for 15 minutes each hour and drive their patrol vehicles only 80 miles per eight-hour shift. Officials also requested that troopers perform a certain amount of "stationary patrol" during each shift, during which time engines would be cut off. District commanders were given discretion as to how strictly they would order troopers to comply with the gas-saving measures, Fletcher said.

State Police officials issued the

guidelines after discovering that as of January the agency had already used \$4.2 million of the \$7.2 million allotted for gasoline and vehicle maintenance for this fiscal year. Rising prices at gas pumps were blamed by officials for the cost overrun. "It was an anomaly caused by the war — nothing you could plan for or budget for," said Fletcher.

New funds would not be available until the start of the new fiscal year in July, Fletcher noted, so officials decided to "dust off" conservation measures developed during the energy crisis

of the early 1970's to prevent the State Police from literally running out of gas.

"We found ourselves in the proverbial bind," Fletcher told LEN. "We had projected the year for purchasing gasoline at about \$1.09 a gallon. And suddenly saw prices rising to a buck and a quarter, a buck and a half in some locales. . . . It became obvious that unless we took some measures, we would easily come up short for the year."

Fletcher maintained that the conservation measures did not affect the agency's enforcement capabilities. "We

monitored that all the way through and we discovered that performance remained at the same level as last year — if not going up," he said.

With the end of the war with Iraq, and an easing of gasoline prices, the State Police has found itself "in a better position," said Fletcher. "I don't believe there's a district in the state that's still using the other conservation measures — the ones that restricted mileage."

Troopers are still being encouraged to shop wisely, he added.

Felons as cops? U.S. judge sticks to his guns & orders Alabama to pay up

A Federal judge in Alabama, who ruled a few years ago that the state could not bar persons arrested or convicted of felonies and certain misdemeanors from law enforcement jobs because the policy discriminated against blacks, has now ordered the state to pay a \$2.1-million settlement to plaintiffs in the case.

Gov. Guy Hunt, recently named a defendant in the suit that was originally filed in 1984, said early this month that the financially strapped state would not be able to pay the settlement, which was agreed to by state officials in order to avoid a lengthy and costly challenge in the U.S. 11th Circuit Court of Appeals.

The payout had been ordered on March 28 by Judge U.W. Clemon of U.S. District Court for the Northern District of Alabama. It was Clemon who issued an injunction in January 1988 ordering the state "cease abiding by the statute which barred the

hiring . . . of persons based on arrest and conviction records" because such statutes had an adverse impact on blacks. [See LEN, April 30, 1989.]

The settlement does allow the state to continue to bar convicted felons from sworn law enforcement jobs, said William Wasden, the Governor's general counsel. No felons have ever been hired to law enforcement positions as a result of the 1988 ruling, Wasden added.

"The settlement retains that provision of the law with regard to felons. However, it provides that a misdemeanor conviction or an arrest for either a felony or misdemeanor that was never the subject of conviction is simply a factor that can be considered in the hiring process — but they cannot automatically be disqualified for that without further consideration of other circumstances," Wasden told LEN. Clemon's ruling voided a previous statutory provision that barred any applicant with a prior arrest record — even if no

conviction occurred — from consideration for law enforcement jobs.

But the state's inability to pay the settlement — \$1.1 million of which was to go to misdemeanants who filed as plaintiffs in the case, with the rest going to attorneys' fees and court costs incurred during the drawn-out case — might put the matter right back into court. State officials could face contempt of court charges for failing to pay the settlement, said David Christy, an assistant state attorney general.

Christy said the settlement was contingent upon a special appropriation of the Alabama Legislature. The Legislature passed such an appropriation, which itself was based on the availability of funds and the approval of the Governor. As Alabama's fiscal problems have become more acute, Hunt now says the state can't come up with the money.

The plaintiffs' lawyer, Robert Wiggins, did not return LEN's calls for comment.

What They Are Saying:

"There's nothing worse in my mind than street criminals because they are not allowing us to walk the streets. They are causing us to live under house arrest."

— Criminal defense attorney Barry I. Slotnick, who has defended subway gunman Bernhard Goetz, reputed mobsters Joe Columbo and John Gotti, and other prominent figures. (5:3)

Around the Nation

Northeast

DELAWARE — The state's child-advocacy agency says required criminal record checks are not being done on potential employees at children's shelters due to budget constraints.

DISTRICT OF COLUMBIA — Mayor Sharon Dixon is reported to have told Police Chief Isaac Fulwood Jr. that his officers need to lose weight. The Mayor wants officers in the 7th District to get out of their cars and offices and walk beats, as part of a 30-day shape-up program.

Police Chief Isaac Fulwood Jr. has unveiled a Parent-to-Parent Hotline to provide volunteer counseling and referrals for residents whose children or families are in crisis.

MARYLAND — Nearly 3,000 Baltimore police officers have begun carrying organic mace made from cayenne pepper, which is said to be stronger than chemical mace and cause 30-minute sneezing fits.

NEW HAMPSHIRE — The Legislature has approved a bill creating a panel to plan a statewide 911 emergency system. The Legislature also passed a bill making it a felony to shoot a firearm at an occupied building.

NEW YORK — New York Mayor David N. Dinkins has signed a bill raising the maximum entry-level age for police officers to 35 from 29. Dinkins noted that older candidates may be more motivated and better educated.

New York City has agreed to pay more than \$1 million to settle lawsuits charging that Transit Police officers falsely arrested eight subway riders, including an off-duty city officer.

New York City Det. Rodney Santos, 35, was found dead in his car April 14 of an apparently self-inflicted shotgun blast to the head.

The Federal Bureau of Investigation is said to be investigating four claims of police brutality against members of the Buffalo Police Department, in addition to about 40 other allegations throughout western New York. G. Robert Langford, the special agent in charge of the Buffalo FBI office, declined to identify which cases his agents were looking into, but did say that he believes several of the cases to be "prosecutable."

One of the largest New York City police recruit classes ever — 2,181 rookie officers — graduated April 9. Police Commissioner Lee P. Brown called the graduates "the vanguard of a new generation of police officers" who are taking on "the shared responsibility of forging a new partnership with the people of New York."

PENNSYLVANIA — A State Senate committee has recommended that State Police Col. Glenn Walp command the agency until 1995. Full Senate approval is still needed.

The city of Erie has begun grappling with a local gang problem, following

the emergence of two youth gangs and an accompanying drug trade. The city has joined a list of about 100 U.S. cities that have gangs, and gang-related crack dealing is said to have led indirectly to the incident that killed Police Officer Richard Burchick on Feb. 5.

RHODE ISLAND — State Attorney General James O'Neil says officials are considering tougher penalties for auto thieves, including first-time offenders. The proposals were prompted by the state's distinction of having the third highest auto theft rate in the United States last year.

Southeast

ALABAMA — The trial of Birmingham Police Chief Arthur Deutch on charges of records tampering, which was due to start on April 1, was postponed until May 20, following a defense motion to suppress the report of last year's arrest of Erica Arrington, the daughter of Mayor Richard Arrington. Ms. Arrington was charged with and later acquitted of disorderly conduct.

FLORIDA — The State Senate has approved and sent on to Gov. Lawton Chiles a bill requiring a three-day waiting period for handgun purchases.

A 15-year-old boy committed suicide with a police shotgun while sitting handcuffed in the back of a Nassau County sheriff's patrol car March 24. William White, whose family had asked that he be taken to Jacksonville for a psychiatric evaluation, was left unsupervised in the cruiser while Deputy Harry Hurst remained in the boy's house getting more information. The youth apparently twisted the handcuffs to the front of his body, reached over the protective cage separating the front and rear seats and grabbed the shotgun that was hanging on the front side of the cage. He slipped the weapon through a space between the top of the screen and the car's roof, then pulled the trigger for one fatal shot. A sheriff's spokesman said the agency was readjusting all screens in patrol cars to prevent a recurrence.

Federal officials have rejected an additional \$200,000 grant to a task force investigating the 1990 slayings of five Gainesville-area college students. Federal aid totaling \$1.1 million has already been provided to the task force. Investigators are now said to have enough evidence to seek a murder indictment against Danny Rolling, 36, in connection with the August murders.

LOUISIANA — Random drug tests will start in August for city workers in Alexandria, beginning with police, firefighters and others in safety-related jobs. The City Council approved the drug-testing program April 10.

MISSISSIPPI — City officials in Moss Point are considering a teen-curfew ordinance, following a spate of drive-by shootings and youth gang activities.

SOUTH CAROLINA — The Legislature has approved and sent Gov. Carroll Campbell a bill that would bar students under age 18 from carrying beepers on

school property. The legislation is aimed at cracking down on drug dealing on school grounds.

The number of alcohol-related car crashes involving drivers age 18-20 rose by 12.4 percent in 1990, to 969 incidents. The increase is the first since the state raised the drinking age to 21 in 1986.

VIRGINIA — A Federal appeals court sitting in Richmond ruled April 10 that police do not need search warrants to make suspected drunken drivers take breath-alcohol tests. The court held that suspects could lower their blood alcohol levels in the time it takes to obtain warrants.

Midwest

ILLINOIS — A lawsuit filed by Chicago parole officers charges that the layoffs of 80 percent of their ranks would let criminals roam the area unsupervised. The suit claims that budget cuts would leave only 39 parole officers for every 19,000 parolees.

The Chicago Police Department is 737 officers short of its budgeted strength, according to documents obtained by the Chicago Tribune. The newspaper reported April 9 that even if the city continues to meet hiring goals, as it reportedly has for the first three months of 1991, the Police Department will still be understaffed by the end of the year, due to attrition.

Tinley Park Police Chief William J. Burke will be the new head of the 600-officer Cook County sheriff's police department, Sheriff Michael F. Sheahan announced April 9. Burke, 44, who began his law enforcement career as a Chicago policeman, has also been chief in St. Charles and Richton Park.

INDIANA — Indianapolis homicide detective Joseph Lackey, 43, who is facing Federal drug charges, resigned April 1. The 22-year veteran was charged on Feb. 28 with selling marijuana to an informant.

MICHIGAN — State Senator Jackie Vaughn has unveiled a bill requiring a seven-day waiting period for handgun purchases in the state.

Macomb County Sheriff William Hackel said recently that he plans to move the 70 female inmates in his jail to a separate building, to prevent a recurrence of the April 9 incident in which eight male inmates slid down a plumbing shaft into the women's quarters and had sex with eight female inmates. Jail officials discovered what was going after about 30 minutes, when the men were late for a bed check. Said Hackel: "There's no question that they had sex. It was consensual. It was definitely not rape."

OHIO — State Senator H. Cooper Snyder has introduced legislation that would force mothers of crack babies to choose among drug rehabilitation, jail or a contraceptive implant. Opponents say the bill violates a woman's privacy.

WEST VIRGINIA — Dunbar Police Chief W. W. Wallace says his officers

will begin enforcing an ordinance banning bumper stickers considered obscene. Violators face a \$250 fine.

Plains States

IOWA — The state Division of Children, Youth and Families has received a \$504,000 Federal grant for youth crime-prevention programs.

MINNESOTA — A five-county anti-drug operation, known as Operation Spring Sweep, was launched in the Mankato area earlier this month following a yearlong investigation. The effort led to 23 quick arrests, with more expected.

Acting Brainerd Police Chief Lyman Dahl was indicted April 8 on charges of helping an officer receive stolen property. Dahl denied the allegations, which he said were part of a "political vendetta" on the part of Crow Wing County Attorney John R. Graham. Graham has been a harsh critic of police enforcement of child-abuse laws.

MISSOURI — Pineville reserve police officer David Thurman, 22, was killed and City Marshal Lloyd Perkins, 65, was wounded April 14 in a shootout with two teen-agers at a convenience store parking lot.

NEBRASKA — The Omaha Police Union has bought a series of radio ads warning citizens that they are at risk because the police force has dropped from 632 to 612 officers and budgets have been cut.

WYOMING — Fremont County Sheriff Joe Lucero says his deputies will arrest or ticket all minors found violating state liquor laws, as part of a crackdown sparked by the March 29 death of Leshelle Helton in a car driven by a 19-year-old suspected drunken driver.

Southwest

ARIZONA — U.S. Senator Dennis DeConcini said earlier this month that poor pay and working conditions are causing a high attrition rate among Border Patrol agents.

COLORADO — Under a new city law approved in Arvada April 2, juveniles caught with alcohol or less than one ounce of marijuana must appear before a judge with their parents.

Detectives investigating the killing last Nov. 18 of El Paso County sheriff's Lieut. Cecilia Benefiel have ruled out burglary as a possible motive for the murder. Benefiel was found shot in the face, her home ransacked to make it appear as though she had been robbed. Her service weapon was still in its holster when her body was found, and one Colorado Springs police official said other clues indicated that she was relaxed in the presence of her attacker.

NEW MEXICO — A three-member

bicycle patrol was deployed earlier this month in Albuquerque. Police Chief Bob Stover said the patrols are an intermediate step between foot beats, which are too expensive, and officers in cars.

A spokesman for the Navajo Indian Nation has called on the city of Gallup to abandon a two-week-old police policy regarding persons released from custody for public drunkenness. Under the policy, those who live up to 10 miles outside of town are taken home, while those who live farther away are dropped off on a road at the city limits.

OKLAHOMA — Authorities earlier this month issued a warrant for Enid police officer Mickle Smith, 39, who is accused of fatally shooting his 34-year-old wife, Any. A divorce hearing sought last October by Mrs. Smith had been scheduled for this month.

TEXAS — Under protest, Gov. Ann Richards has approved \$750,000 for the Harris County Jail to rent space in other county jails for state prisoners. Richards said the state is being forced to pay for the county's misuse of funds.

Bexar County Deputy David Castillo, 30, was killed April 11 when he lost control of his squad car in the rain while driving to the aid of two officers on a non-emergency call. Castillo's cruiser skidded off the road and hit a tree, then burst into flames.

Far West

CALIFORNIA — A Federal jury convicted four former Oakland Housing Authority police officers April 12 of charges stemming from what a prosecutor described as a campaign of brutality against residents of a public housing project in 1989. The defendants were charged with violating the civil rights of 12 people, including two undercover officers, through beatings, thefts and faked evidence. Two other officers have pleaded guilty, and two others are awaiting trial.

The State Senate has passed and sent on to the Assembly a bill to confiscate any car driven by someone whose license was suspended because of drunken driving, even if the vehicle belonged to someone else. The bill's sponsor, Senator Bill Lockyer, said an estimated 1 million people in the state drive illegally with suspended licenses.

HAWAII — Honolulu police recruits are being required to watch the amateur videotape of Los Angeles police beating a motorist to learn what not to do on the job, an official said recently.

NEVADA — The FBI made arrests in 85 percent of Clark County's 53 bank robberies in last year, the highest clearance rate in the nation, an official said.

OREGON — The House of Representatives has approved and sent to the Senate a bill to deny unemployment benefits to persons fired from a job because of drug use. The House also OK'd a bill under which allowing children to stay where illegal drugs are made, sold or used would constitute child neglect.

Minnesota eyes police education changes

Minnesota legislators are considering a bill that would require schools, colleges and universities offering professional peace officer education to develop a joint plan to integrate their curriculums into a single degree program by next year and would also require the state university system to establish the state's first school of law enforcement.

The proposed legislation, introduced in the Senate in February and amended last month, would require the integration to be completed by Jan. 1, 1992. The proposed school of law enforcement would begin operation by September 1993, most probably at Metropolitan State University in St. Paul, said state Sen. Randy Kelly, a sponsor of the legislation who is also vice chairman of the Senate Judiciary Committee.

The measure would be funded by an

increase of a surcharge currently being paid on traffic fines from 10 percent to 12 percent. The surcharge monies are currently disbursed by the Minnesota Board of Peace Officers Standards and Training (POST) to fund law enforcement education programs.

"For the first time, we will have a focused, concentrated program that will look at the law enforcement profession and attempt to enhance, broaden and strengthen the training that we're giving people interested in law enforcement in this state. Hopefully, within a decade, we will have better-trained law enforcement people...a law enforcement community that is seen by the public as part of the community, not a paramilitary entity sitting in the midst of urban centers," Kelly said in an interview with LEN.

"I would say that it's very, very

likely that this will become a reality," he added, especially in light of a recent report prepared by the POST board, which Kelly termed "a rather scathing indictment on the disjointed and fragmented way in which law enforcement education was being provided in Minnesota." The report also indicated "real deficiencies in terms of the higher education community and their efforts to attract women and minorities," he said.

Kelly, who last year introduced a bill that would have raised the higher education requirement for Minnesota police officers from two years to four, said the effort to create a school of law enforcement was an outgrowth of his earlier proposal. "That bill was transformed into doing a study to see if that was feasible. That study pointed out that the [educational] infrastructure

really didn't exist and that there were so many hurdles in the higher education community, that you had to go back, do some reforms, and straighten out and streamline that infrastructure." [See LEN, Feb. 28, 1990.]

The proposed school of law enforcement would provide the infrastructure needed for a four-year degree program, Kelly said. Locating it in the Minneapolis-St. Paul area, where about 60 percent of the state's population resides, would make it more accessible to state residents, he added.

Support for the bill is said to be strong, not only in the Legislature but also among POST and higher education officials. The state faces a \$2.1-billion budget deficit this year, noted Kelly, and the establishment of the school would be "the only positive thing that occurs in the entire higher education area this legislative session. What we're looking at is significant tuition increases and cuts in state funding for higher education."

William Carter 3d, executive director of the POST board, said the bill also would make it easier for peace officers who want to pursue bachelor's degrees to transfer credits they've already earned. "That will certainly enhance an officer's opportunity and desire to move

toward a bachelor's degree," he said. Carter added that the bill would also "enhance communication between law enforcement, higher education and the community" because it mandates the establishment of a 12-member advisory task force consisting of law enforcement faculty and administrators, police chiefs, sheriffs and citizens who will discuss law enforcement educational issues.

The proposed school of law enforcement will also open opportunities for peace officers to pursue graduate studies and carry out applied research, he said.

Perhaps most importantly, said Carter, the legislation recognizes that "law enforcement education is a function for higher education."

POST's role in the development of the school was characterized by Carter as one of an "informed neutral third party" in that the board can "convene and facilitate discussion with the affected groups to bring some timely resolution to the issues that the legislative addresses."

Kelly said he hoped the bill would pass the Legislature by the end of its session in May so collection of the surcharge to fund the program would could begin on July 1.

Delaware women's clinic tries to boost sex-crime reporting

In an unusual effort to encourage the prosecution of sex offenders, a women's health clinic in Dover, Del., is offering free abortions to victims of rape and incest if the victim reports the assault to police.

The offer is the result of an effort by the Delta Women's Clinic to combat sex crimes and help victims who become pregnant, said Eric C. Harrah, the clinic's director and a past president of the Delaware chapter of the National Organization of Women (NOW). All the victims have to do in order to qualify for the free procedures is to present a police report documenting the charge, he said.

"Hopefully, it will encourage women not to be afraid to report these crimes," Harrah told LEN. "We just want them to know that in order for it to stop, you have to report it. Secondly,

there is someone who cares."

Thus far, few victims have stepped forward to accept the clinic's offer, underscoring the reluctance of sex-crime victims to report the crimes to police. "Unfortunately, we've had some young women call, but did not wish to report to the police, and therefore could not participate in the program," said Harrah. "They wanted to know if there was any way they could get out of reporting it to the police." Some of the callers did decide to terminate their pregnancies anyway, he added.

Critics feared that the program might encourage victims to make false accusations, said Harrah. "We haven't had that problem so far," he said.

The program has received worldwide attention from the news media, as well as the intense scrutiny of anti-abortion groups and a few bomb threats

to date. Harrah said he has been publicly harassed since the announcement of the program in early April.

The clinic notified the Dover Police Department officials there of the program, and Harrah said the response was gratifying. "We have excellent relations with our Police Department here in Dover. I can't go on enough about how excellent they are. They don't take sides about the abortion issue. If we have protesters, they simply enforce the law. They enabled us to do something that's controversial without taking sides."

Capt. John C. Sigler, a spokesman for the Dover Police Department, said the agency had not taken a formal position on the action by the Delta Women's Clinic, but added that it was the department's view that victims should always

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Conduct standards are out in the open in Hawaii

Standards of conduct for officers of Hawaii's four major police departments, once among the best kept secrets in the state, have been unveiled after police officials bowed to public outcry.

Officials of the Hilo, Honolulu, Kauai and Maui police departments agreed to go public with the conduct standards, after the state's Office of Information Practices, opining on previous refusals by Honolulu police officials to release the documents, ruled that such disclosures "would not result in the frustration of a legitimate government function" under the state's Uniform Information Practices Act.

In March, Honolulu police officials rejected a request by City Councilwoman Rene Mansho to examine the agency's standards. The request, like others made previously, was denied because officials considered the standards "an internal management document that does not affect the private rights of, or procedures available to, the public."

Mansho and others whose requests had been denied sought the opinion of the Office of Information Practices (OIP), an arm of the state Attorney General's office, which facilitates compliance with the Hawaii's Uniform Information Practices Act, a modification of the state's freedom of information laws that was enacted last year. The act directs members of the public or state agencies to request opinions from OIP concerning the disclosure of government records.

Mansho requested the records — never before available to the public — "because she felt the Police Department had operated with a great deal of secrecy in the past and wanted to see the standards to which police were expected to adhere," said Hugh R. Jones, a staff attorney for OIP, in an interview with LEN. "She was informed that those standards were not 'public record.'"

Mansho's request for disclosure was one of many — including some made by the local news media and civil rights organizations — that had been denied by Honolulu police officials. Before the OIP opinion on the matter was released on March 22, the Honolulu Police Department code of conduct was leaked to the press, said Jones, and Police Chief Michael Nakamura decided to make the document public.

"The news media took far too much credit for what had happened," said Honolulu police spokeswoman Jean Motoyama. Nakamura was vacationing when the opinion was released, she said, and he intended to study the opinion upon his return before rendering a decision. "In the meantime, the news media released a copy of it. But that didn't have any bearing on what the Chief was or wasn't going to do."

Maui Police Chief Howard Tagomori told LEN the issue was discussed at an April 15 meeting of Hawaii police chiefs, who agreed to release the information. "We really had no problem with it," he said. "We're going to release it if people ask for it." Maui police officials are "revamping" the entire code because parts of it include "internal" information that is relevant only to those within the agency, he added. "Those issues that pertain only to internal matters are going to be removed. That would be standard of conduct applying to uniforms, appearance and that sort of thing, as opposed to use of force and taking bribes."

Tagomori said that recent events on the mainland probably fueled public demands for the information. "There has been a public outcry, if you may, demanding the release of police standards of conduct. I think it may have been instigated by that incident in Los Angeles," he said, referring to the videotaped beating of a motorist last month by Los Angeles police officers.



Zone defense

Dr. James B. Powell (l.), president of Roche Biomedical Laboratories, and North Carolina Lieut. Gov. Jim Gardner get ready to put up the first drug-free school zone poster at a Cary, N.C., elementary school. The poster and 55,000 others like it are part of a program sponsored by Roche Biomedical to promote anti-drug education and emphasize the state's tough law for selling or possessing drugs near a school.

People and Places

Horns of a dilemma

Chalk up another argument in favor of semiautomatic weapons for police. An Anchorage, Alaska, officer who survived a harrowing run-in with a charging moose said he might not have escaped serious injury were it not for his 9mm. semiautomatic pistol. The moose was killed in the Easter Sunday confrontation, but only after Officer Fred Jones fired nearly a dozen rounds at the furious critter.

"Somebody asked me, 'How come you shot him nine times?' It was real simple: I couldn't get my finger to quit pulling the trigger," said Jones, a 17-year veteran of the Anchorage force. "If I'd had a .45, I probably would have run out of bullets."

Jones, who has emerged unscathed in a couple of past shooting incidents with criminal suspects, said his encounter with the moose was "the closest I've felt I wasn't going to make it" out alive.

The incident occurred while Jones was helping to locate children who had strayed into the woods while attending an Kiwanis-sponsored Easter egg hunt in the city's Russian Jack park. "We had reports of children being stuck in snow and mud, getting frostbitten and hypothermic. It sounded like a situation that was really going downhill quick," Jones said in an interview with LEN.

As Jones continued his search, he found himself knee-deep in snow and decided to turn around and follow a bicycle trail. "I heard this strange noise — kind of like a whooshing noise — and I looked over my left shoulder. If I had had the time, I could have taken my right hand and reached back behind my left shoulder and tweaked this moose on the nose," he recalled.

But this was no time for ruceties; the

Citing health concerns as well as a desire to return to academia, the Harvard-educated Police Chief of San Jose, Joseph D. McNamara, announced April 2 that he would retire in May, ending a 35-year career in law enforcement and 15 years of leading the police force of the nation's 11th-largest city.

"I've been considering [retirement] for a couple of years, and then decided to some time ago," said McNamara, 56, during an interview with LEN.

McNamara, a New York City native who began his policing career literally following in the steps of his father and older brother as a foot patrolman in Harlem, said he has accepted a three- to five-year fellowship at Stanford University's Hoover Institution on War, Revolution and Peace. "I'll be doing research on public policies in the area of criminal justice, specifically on searching for a middle ground in drug enforcement policies — some nuddle ground between legalization and what we have at the present," he said.

The Hoover Institution, named for President Herbert Hoover, is a "think tank" whose fellows and board members include former Attorney General Edwin Meese III and former Secretary of State George Shultz.

Health concerns played a key role in McNamara's decision to retire from the 1,200-officer San Jose force. In 1986, he underwent an angioplasty procedure to clear two clogged blood



Joseph D. McNamara

vessels. In 1988, he took a stress-related disability leave for six months. Most recently, he had been taking Mondays off — on doctor's orders — but found he was working just as hard in four days as he would have in five. "I've had some coronary problems and I thought it was just simply time to get a less stressful job," he told LEN.

The halls of academe are as familiar to McNamara as the mean streets of an inner city. It was while still a New York police officer that McNamara, a graduate of New York's John Jay College of Criminal Justice, attended Harvard Law School as a criminal justice research fellow in 1969. Eventually, he attained a doctorate in public administration from Harvard's Kennedy School of

Government. Nearly 20 years later, he remains one of only a few police chiefs who hold a Ph.D.

McNamara left the New York police at the rank of deputy inspector in 1973 to become Police Chief of Kansas City, Mo., replacing Clarence Kelley, who had been appointed FBI Director. In 1976, McNamara was appointed to lead the San Jose Police Department, which was then under siege by the city's minority communities and dogged by charges of police brutality.

McNamara effected a departmental turnaround by shifting the agency toward a philosophy of community-oriented policing — a feat he considers among the greatest achievements of his tenure. "San Jose, when I came in 1976, was a troubled department — lots of demands for citizen review boards. Within a few years, it was cited by the U.S. Civil Rights Commission as greatly improved and [an agency] that should be a national model for big-city police departments," he said. "We excel at community relations here, and are also the most advanced technologically. We have been excellent in affirmative action."

McNamara said he was also proud of the fact that while San Jose has about half of the number of police of a city of comparable size, it ranks consistently as one of the safest of large U.S. cities. But McNamara concedes that problems remain, particularly in getting the Police Department budget stabilized. "San Jose has been a city of dynamic growth, and like all government, it has felt the ups and downs of the recession

and fiscal crises. I really do think we have some severe problems in government and education in looking for formulas to stabilize funding so you can provide the necessary, basic services," he said.

The killings of two San Jose police officers during a daytime shoot-out in January 1989 rank among his worst memories, he said. That incident, and the earlier shooting and wounding of an officer who was shot in the face by rounds from an Uzi submachine gun, strengthened McNamara's stand on gun control. His efforts were instrumental in getting the state of California to ban assault-style weapons and made him an ardent foe of the National Rifle Association. In 1982, he received a bullet-riddled target in the mail after endorsing California's handgun-control initiative.

McNamara has appeared on virtually all nationally broadcast news programs as a well-known commentator and observer of the criminal justice system and policing. He is also known as a best-selling author of action novels, most taking place in a police setting. Among his books are "The First Directive," "Fatal Command," and "The Blue Mirage." He told LEN he will continue to write novels.

San Jose officials are conducting a national search for McNamara's replacement, who may be announced by this summer. Assistant Chief Fred Abram has been named to succeed McNamara in the interim.

moose was clearly not in a mood to make new friends. "I dove for some brush off to my right — the same time as he hit me with his antlers, giving me a little boost. Needless to say, this kind of got my adrenaline going a little bit because he came out of nowhere," said Jones. "There's nothing like looking at a 1,600-pound moose with a full rack [of antlers] comin' at you."

The moose butted Jones, dislocating his shoulder. A bulletproof vest the officer was wearing relocated his shoulder as he hit the ground. But Jones found himself stuck in snow again.

"I just couldn't move. I tried waving my hands and yelling to change his mind and it didn't work. He started to lower his head to charge," Jones said. Moose are quick-moving, he noted, and their behavior can be unpredictable. "One moment you can feed them out of your hand and the next moment you don't want to get close to them because they'll do a tap dance on you," he said.

Jones attempted to scare the moose by firing a warning shot from his pistol. That didn't work, so he finally resorted to firing at the chest of the still-charging animal, eventually squeezing off nine rounds.

The moose went down, but not out. It started to get up again, much to the disbelief of Jones, who shot the moose once more, this time behind the ear, killing the animal.

Jones drove himself to the hospital, where physicians found he had an abnormally high pulse rate — 145 beats per minute half an hour after the confrontation — and admitted him overnight for observation. He said he has

completely recovered from the jarring experience.

Anchorage police officers occasionally have brushes with wild animals like bears, wolves and moose living in the woods around the city, said Jones. "We have dealings with moose all the time. Usually, we get in there and make a lot of noise and they take off for the woods. We had one moose do a tap dance on the hood of a car — totally destroyed the car," he chuckled.

The department gives its officers no special training in dealing with wild animals, said Jones, adding that most rely on "common sense." "These animals are unpredictable. They're in the wild and you just have to be extremely careful," he said.

The party's over

For New York City police Sgt. Eveline Walker, it was a labor of love: organizing parties for youngsters afflicted with AIDS, holding benefits for homeless children and forming support groups for children of homicide victims. But what really caught the attention of police brass was an apparent violation of departmental rules when Walker identified herself as a police officer in letters she wrote to solicit support for her cause from local businesses and organizations — a violation that got Walker summarily transferred.

Walker, assigned to the Midtown South command, which proclaims itself the "The World's Busiest Precinct,"

was the supervisor of a nine-member community patrol officer team. True to the philosophy of community-oriented policing, Walker, a 17-year police veteran, immersed herself in the needs of the area, which includes seamy Times Square, a magnet for young runaways who often turn to drugs and prostitution to survive its mean streets.

Walker now toils in Brooklyn's Central Booking facility — a virtual Siberia for New York officers who have fallen out of favor with their superiors — miles away from the youngsters she sought to help, as she awaits a decision on whether she will face departmental charges for her actions. At press time, a police spokesman told LEN that no decision had yet been made on Walker's status.

LEN's efforts to reach Walker, 43, for comment were unsuccessful — no one answered the phone at the Brooklyn police facility where she is now assigned. But she told New York Newsday in a late March interview: "In the long run, they're just hurting themselves. If someone goes out and tries to help people and you end up punishing them, what kind of incentive does that give to other cops?"

There is no question that the donations she solicited were all given to the children, but police officials say the department must maintain its strict rules in order to prevent conflicts of interest and allegations of bribery. "She's got a heart of gold, no one disputes that," said a source at Midtown South, who requested anonymity. "But the department has strict rules about these things for a reason. And if cops are out there

asking for donations, even when they do it for a good cause like this, it looks bad. It gives the appearance that they're shaking people down, even if they aren't."

Walker spent the first 11 years of her policing career in precincts in Manhattan and Brooklyn. In 1985, she was transferred to Midtown South and was later assigned to the task force that patrolled Times Square. After witnessing firsthand the plight of runaway and homeless children, she began to work with the Police Athletic League and began throwing parties for the youngsters. Last December, Walker used \$800 of her own money to finance a Christmas party for homeless children, which was held aboard the Intrepid, a decommissioned World War II aircraft carrier that is now a floating museum.

Walker also wrote letters to local businesses asking for help and donations of toys and party supplies for the events. She would sign the letters "Sgt. Eveline Walker." But a few months ago, internal affairs investigators began asking about the letters and she was charged with violating procedure. "If they were upset about it, why didn't anyone say anything earlier? Why are they trying to hurt me and the kids because of some technicality now?"

Walker said she suspects the charges began at the behest of her precinct commander, Deputy Inspector George Brown, whom she said has rarely spoken to her. Brown said he had nothing to do with the charges, adding that the probe began "above my rank." He refused to comment further on the case, citing the continuing investigation.

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Noted defense lawyer should have been a cop

Barry I. Slotnick, whose every waking moment is spent figuring out how to defend people accused of wrongdoing, should have been a cop. He is no

BURDEN'S BEAT

By Ordway P. Burden

more fond than a police officer of the predatory street criminals who own many of our urban streets, although he would no doubt defend one if called upon to do so in order to protect the criminal's rights.

Slotnick, one of the best-known criminal defense lawyers of his generation, gave his views about crime and criminal justice recently at the annual meeting of the Law Enforcement Assistance Foundation of which this writer is president. Unless you've spent the last decade in virtual seclusion, with no access to television and newspapers, you know Slotnick as the defender of, among others, reputed Mafia bosses Joe Columbo and John Gotti, former Congressman Mario Biaggi, Panama-

nian dictator Manuel Noriega, and, especially, Bernhard Goetz, the New York subway avenger.

Slotnick said the Goetz case opened his eyes to the public's fear of street criminals. Goetz, you may recall, had felt menaced by four young black men in a New York subway, so he pulled out an unlicensed handgun and shot all four. As soon as Slotnick took up the case, he was inundated with letters and phone calls from around the world lauding Goetz's action and urging Slotnick to do his best in Goetz's defense. He did, and Goetz got off with a virtual slap on the wrist on the unlicensed-gun charge.

Until the Goetz case came along in 1984, Barry Slotnick had been more or less oblivious to street crime. His practice had mostly involved defending white-collar clients, and he was insulated by wealth and privilege from the fears of ordinary citizens. "I had no idea what was going on out there," he said. But he learned that "we are living in a world that is being besieged by people who are preying on decent, worthy,

honorable citizens. I walk into a courtroom on a daily basis representing some so-called predators. Some prosecutors compare some of my so-called predatory white-collar clients to some of the street predators. I deny that there is any type of analogy whatsoever."

Some white-collar clients may be breaking the law, Slotnick admitted. "But when I use the word 'predator,' it's a strong term," he said. "There's nothing worse in my mind than street criminals because they are not allowing us to walk the streets. They are causing us to live under house arrest."

He lauded the efforts of New York and some other cities to enlist citizens in the fight against street crime. "Police departments are terribly understaffed," he said. "They need help, and I think we've got to go to the civilian population to do something about it. We almost need conscription whereby people who wish to live in urban centers are enlisted to help the police."

The criminal justice system is "anti-quoted," Slotnick said. "It's as if you're using a hammer and chisel in a computer world. The criminal justice system is abused and overworked, but we can change that." Nonetheless, he sees change coming slowly. As one example, Slotnick said it took four years to get an area set aside for crime victims in the courthouses of Kings County (Brooklyn) so that they "could at least attend court without sitting next to the predators that prey upon them." As Slotnick told LEAF, "We have a lot to learn in the criminal justice area."

Health Benefits

The American Medical Association is unhappy with Richard P. Kussrow, the Inspector General of the Department of Health and Human Services. So unhappy are they that last fall the AMA asked President Bush to fire Kussrow.

Basically, the AMA's complaint was that Dick Kussrow is too good at his job, which is to combat fraud, waste and mismanagement in HHS, the department that administers the Social Security, Medicare and Medicaid pro-



Criminal defense attorney Barry I. Slotnick (l.) and Ordway P. Burden man the microphone during a meeting of the board of directors of the Law Enforcement Assistance Foundation. (Photo: Bill Mitchell)

grams. In the last fiscal year, Kussrow's office convicted some 900 health-care providers for fraud and abuse of the Medicare and Medicaid programs. In recent years, the Inspector General has also documented overtesting by physician-owned laboratories, poor enforcement by state medical boards, patient dumping by hospitals, and abuses in generic drug pricing.

The AMA is displeased with what it views as over-regulation of medicine, especially in the rules for billing Medicare and Medicaid patients. The AMA told President Bush that Kussrow is "widely perceived to have ignored, indeed fought against, principles of fairness which are routine in the American administrative and judicial system. Competent and honest physicians have been damaged, and many more have been unnecessarily harassed."

It may be that there have been ex-

cesses; if so, they should be corrected. But the correction should not include dumping Kussrow, a former FBI agent who has done an outstanding job as IG. This writer echoes the observation of Sidney Wolfe, a physician who is director of Ralph Nader's Public Citizen Health Research Group, a consumer organization. Said Wolfe: "Doctors don't like the idea that a bright hard-working lawyer armed with laws on the books is calling a tiny fraction of them to task."

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10954-3845. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

Ticket slowdown, threat of layoffs shake NYPD

New York City police officers, protesting an impasse in contract negotiations, staged a work slowdown that reduced by nearly 60 percent the number of tickets and summonses usually issued, and cost the city about \$1.5 million in lost revenues.

An angry Police Commissioner Lee P. Brown responded by ordering sergeants and lieutenants to ride along with officers to make sure they wrote summonses.

Brown also threatened to invoke New York state's Taylor Law, which forbids job actions by government employees, in order to end the slowdown that began April 1. If invoked, the law could have cost officers two days' pay for each day of the slowdown. Brown also said any officer who ignored their ticket-writing duties could also be brought up on departmental charges. He also warned supervisors they too could face punishment if they allowed the slowdown to continue.

No disciplinary charges had been made in connection with the work slowdown as of April 10, according to a police spokesman, Capt. Robert Civitanes.

"The public expects, and we expect, police officers to police the city. I'm sure that police officers will act like professionals and do their job," Brown said.

The action came as contract talks between the city and the Patrolmen's Benevolent Association (PBA), which represents 21,000 rank-and-file officers, reached an impasse over salary and vacation days. The last contract, which expired in July, granted officers an 18-percent pay hike over three years. But in current negotiations, officials of the financially strapped city offered a 2.5-percent increase over the next three years. A Federal mediator was called in to break the deadlock.

PBA officials maintained they did not order or support the slowdown but some police officers interviewed by the New York Times said they had heard

about the action from union delegates. Some said they went along with the tactic rather than be perceived as disloyal to the powerful union. One officer said he would write tickets "if I see something." But, he quickly added, "I haven't seen anything."

Police spokesman Capt. Steven Davis said that on April 9, officers wrote 5,161 parking tickets, compared to 10,599 issued on an average day in March. On the same day, tickets for moving violations decreased to 1,895 from the 4,683 issued on an average March day. Summonses for parking and moving violations are off by an overall average of 54 percent, or about 80,000 tickets, Davis added. The total of fines from tickets normally issued in the first 10 days of April, if paid, would be nearly \$1.5 million.

That is money that the cash-starved city can ill afford to let slip away. City officials have already notified police administrators that they must cut \$20 million from the Police Department budget for fiscal year 1992. To meet that demand, the New York Daily News reported, police officials are considering laying off 800 civilians — over 10 percent of the civilian workforce. Such a move, which would require sworn officers to take over duties currently performed by civilians, would threaten Brown's highly publicized plan to civilianize the department so that more officers can be deployed to community-oriented patrols.

The department is examining a variety of ways, including the elimination of less-crucial police units, to make the budget cut without laying off staff, said Joseph Wuensch, deputy police commissioner for management and budget. "All options are on the table," he told the Daily News, adding that layoffs of civilians would be a "last alternative."

The Police Department has 7,068 civilian employees, about 2,220 of whom are assigned to precincts. Brown has said he would like to increase the number of civilian employees to 10,000.

Residents worry, "Here we go again":

Strapped Detroit lays off 300

Deskbound senior officers of the Detroit Police Department will be assigned to street patrols to bolster the agency's crimefighting capabilities in the wake of 300 police layoffs ordered by Mayor Coleman Young on April 1.

The layoffs, which were ordered to help trim a \$50-million shortfall from the city's \$1.9-billion budget, may further demoralize an agency still reeling from the removal of Police Chief William L. Hart, who was suspended in February after being indicted on Federal charges stemming from the alleged multimillion-dollar theft from a secret police fund.

About 270 of the furloughed officers, many of them rookies, had been assigned to street patrols. The layoffs leave the department with 4,000 officers, or nearly 900 fewer than in it had in 1990.

Tom Schneider, the president of the Detroit Police Officers Association, said the layoffs might be an attempt by city

officials to force Gov. John Engler to grant the city more state aid. After Young announced the layoffs March 12, union leaders presented city officials with an early-retirement plan in an effort to forestall pink slips and still save the city money. City officials ignored the plan, he charged.

Schneider said he did not anticipate more layoffs because under city law, Detroit must maintain a complement of 3,800 officers in order to levy a utility user's tax that brought in about \$53 million last year.

That kind of guarded optimism does not help those directly affected by the city's action. Amir Smith, a 22-year-old officer, said he felt like burning in anger a citation for good work he had just received on March 29. The patrolman had to turn in his badge and gun the following Monday after receiving word he had been furloughed.

City residents and merchants are taking precautions in the event that the

layoffs fulfill fears of a warm-weather crime wave. Jack Saad, manager of the Happy Four Party Store, told USA Today that he greeted news of the layoffs by going out and shopping for bulletproof glass to install in his store. "I've got to put in some kind of protection for myself and my employees. It costs money, but what can I do? Crime is high in the city," Sam Jarbou, owner of Scotty-J's party supply store, said Detroit is not safe and in dire need of more police officers. "Everything I got is barred [and] bulletproof," he said.

Minnie Pearce, a Detroit neighborhood council official, said it recently took police 15 minutes to respond to a call of a burglary-in-progress. "What will it take now?" she said.

Blow Off a Little Steam

Law Enforcement News's "Forum" section is the place to sound off on topical issues.

Refocusing on "doing the right thing"

By Chris Braidon

The main reason why many people in policing simply function in robotic fashion as they mope their way through the day is because there is no sense of ownership between them and their

Who Paints a Rented House?

(Second article in a series.)

work; they don't see themselves as part of the problem, or the solution. For them, there are two worlds. One houses the brass and policy; they live in the other. The two worlds are like ships passing in the night, oblivious to each other. In their world, it is presumed there is a generic police product for the whole city to be dished out by stranger, to stranger.

The "I'm All Right, Jack" Factor

Many people disagree with me. They say that, on the contrary, because of all the specialized units that exist in the "professional" model of policing today, there is infinitely more ownership than ever before.

They are right, but it is ownership of the wrong thing. When the 10-year-old owns his own room, he loses interest in the rest of the house. The 16-year-old will wash his own car, but not the old man's (unless he is paid). With ownership, agendas shift, horizons shrink. What is important changes.

The old adage "In the bosom of every solution lie the seeds of a new problem" applies here. People are motivated by self interest; that is why it is so hard to create a sense of commonweal in communities today. Privacy is the primary concern. When we buy a new house, the first thing we do is build a fence around it because everything we need is within. In middle-class North America, people don't need community, and so they don't contribute to it. When is the last time someone borrowed a cup of sugar? It is only when it can be demonstrated that people need community that they will begin to focus beyond their own backyards.

This same human fact affects policing. The conventional organization chart has become a collection of disparate — and sometimes discordant — empires. The fixation is on individual backyards. Everyone is busy flitting from one specialty to the next in the interests of "career." Fleshing out resumes has become the name of the game. People are rewarded for being good at the

process, not the work. In the meantime, the "in" and "out" baskets consume the day and exhaust the imagination of managers, only to be faced again the next day. Someone needs to get up on the balcony and be able to look down on the dance floor so as to pull things together. No one is minding the house.

Today most organizations have twice as many boxes on the organization chart as they did 20 years ago (ours has tripled over that period). But what improvement in product quality has resulted? None that I can discern. On the contrary, I believe this preoccupation with specialization has done more harm than good. It has reduced peace-keeping to a law enforcement trade-craft. What has come to be known as the

has given us Specialization by Function. It breaks the art of peace-keeping into a myriad of disconnected law enforcements: traffic, drugs, vice, fraud, crime prevention, to name a few. These specialties, in turn, often sprout families of their own. For instance, within the generic term of crime prevention, one might be assigned to school liaison, neighborhood watch, or race relations.

There are numerous flaws to this approach, in my view, and I will treat them in order.

The Zealot

If one is blessed with an energetic, dedicated worker who spends every day of every week mentally and physically immersed in a specialty, focused

founder. The most striking of these is the Catholic Church, of which Christ would be astonished. Mark Twain put the same thought another way; he said, "If Christ came back today there's one thing he wouldn't be — a Christian."

Being a Christian myself, I have often wondered how we can reconcile the grandeur of Rome with the memory of a man who was a simple carpenter, lived with his mother, never owned a house and was humility personified. I can't imagine magnificent edifices being built to the memory of Mahatma Gandhi. I picture Christ the same way. We are told that Christ drove the moneylenders out of the temple. Well, today the Catholic Church in Canada is a \$500-million-a-year business. That's

grown from 40 boxes in 1970 to 121 in 1989. Predictably, human nature comes into play once again and trips us up. Over time, those involved will identify solely with their specific function, and more importantly, lose sight of the mandate of the organization. I turn to Peter Drucker for corroboration on this point; he said, "The degenerative disease of specialization is tunnel vision." He might as well have been speaking of policing. Organized around the professional model, people do develop ownership — but only of their particular function, which dominates all else.

The damage done by this approach doesn't end there. The term "specialist" has a certain ring to it; it smacks of importance. But what does it say to the non-specialist, the "grunt in the front"? Well, it tells them that they are not specialists, and so must be of a lesser sort. The immigrant phenomenon that manifested itself over several centuries of immigration to North America repeats itself here. I know — I was one. No one wants to be low man on the totem pole. The last wave of immigrants can't wait for another to arrive so that they can move up a step on the status ladder. Being specialists and proud of it, they can now look down their noses at the grunts, the ordinary cop who does only ordinary things, like being the first to show up in life-and-death situations. How many specialists die in the line of duty?

The Dumping Factor

Then there is the "dumping factor." Most people, if allowed to, will solve their problem on the backs of others. Many specialties started out in support of the front end, but with the shift in definition of "right things," they invariably end up creating work for the very people they were supposed to be helping. Whenever a bureaucrat or specialist solves a problem, invariably that "solution" will translate into more work for the grunt. Amazingly often, these specialists end up coordinating others in the doing of work originally assigned to them. Mark Twain said a long time ago: "The human race is a flawed one. We are the only species that can blush, and the only one that needs to." Allowed to pass the buck, most of us will.

One fundamental rule should be entrenched in all police organizations: Solve your own problem! If it were, most "problems" would disappear overnight.

Crime Prevention?

Over the past two decades, there has been a great proliferation of crime prevention units in police organizations. These units are usually staffed by people who, soon after becoming police officers, decide they don't really like arresting drunks but do like the pay and permanency so they stay, but dodge the bullet — they become crime prevention specialists. Usually anired in three-piece suits and carrying a briefcase, they specialize in giving lectures, invariably to the converted, about crimes they will probably never encounter, urging them to "call the cops" (the grunts) with their slightest worries. Relentlessly, these people churn out millions of pamphlets and posters, buttons and balloons, and in the process probably do more environmental damage than social good. At the same time, such programs as Neighborhood Watch

"The conventional organization chart has become a collection of empires. People are rewarded for being good at the process, not the work."

"professional" law enforcement model is, in reality, a corruption of the original mandate of policing, which, according to the Oxford dictionary, is "a better state of society." Peel set "community welfare and existence" as his core value. Ex-Chief Justice Warren Burger made the same observation about the entire criminal justice system when he said: "The entire legal profession, lawyers, judges, law teachers, have become so mesmerized with the courtroom contest, we have forgotten our fundamental mandate — healers of conflict."

The same has happened to policing. Gradually and unintentionally, it has been made over into a product that more resembles the personality of the typical conventional police bureaucrat than the needs of the people who consume it. Every police chief, by virtue of position, is a monopolist; the product is the only ticket in town. Monopoly and effectiveness are anathema to each other. For a quick mental flash of what monopoly does to the quality of any product, picture the difference between a Lada automobile built in East Germany and a Mercedes-Benz built in the West. And so, like communism, the setting is ripe for drift from what the customer needs to what the provider likes. When people are paid the same for sitting on and busting their butts, many will sit.

The professional model of policing

on the narrow picture at the expense of the broad, over time the importance of the person's function blots out the purpose of the exercise. Eventually, people become obsessed with the efficiency (doing things right) of their function at the expense of the effectiveness (doing the right things) of the organization. Efficiency gives you law enforcement, effectiveness gives you peace-keeping. The two definitions of "right things" begin to part company but no amount of the former can replace the latter. Peter Drucker described the phenomenon this way: "There is nothing so useless as doing efficiently that which need not be done at all."

Some parts of the conventional organization chart are cosmetic; they need not be done at all. Most police managers have developed an amazing tolerance for ineffectiveness because they concentrate so much on efficiency. They repeatedly send out "efficiency vibes" and so the minions give them more of the same. Fixation on efficiency leads inexorably to obsolescence; people become rooted in convention and so no one moves the ball.

As well, with the passage of time, another "virus" develops. This dedication to the cause of the function often becomes counterproductive to the original idea. Bertrand Russell had this to say on the subject: "Organizations have a life of their own independent of their

drift for you. God only knows how much the rest of "religion" makes. I think too many religious bureaucrats have set themselves up as brokers through whom we sinners must pass on our way to heaven, whatever we perceive it to be.

So, too, would the average citizen be astonished if they ever saw the inner workings of a conventional police organization. This just seems to be the way of things when people get their hands on something; we have this animal compulsion to make it into our own likeness.

Production-Line Mentality

The opposite of the zealot is the plodder. These people will give you enough of their specific product in order to stay out of trouble. You get what you order up. Sadly, many literally chain their brain at the gate coming in, function through their shift, and pick it up again on the way out. This approach is fostered by the military mindset of most police bureaucrats who believe there must be a set-piece for every activity, where the screw-ups of the most inept and dishonest provide the spawning ground of policy which then blankets everyone. Oddly enough, these plodders are often very creative in their leisure time. Someone once said, "Tell me what you think about and I'll tell you who you are." Whenever I need a bright person to help me on a project, I don't look at their resumes — I check out their hobbies.

This set-piece mentality conjures up visions of the "production-line" approach to quality workmanship that was thrown out years ago by most successful organizations. Unfortunately, police leadership has not been in the vanguard of creative thinking; most thinkers are quickly "neutralized," one way or another. Convention rewards conformity; convention sets process above task. Well, to my mind, convention needs a kick in the bun.

Tunnel Vision

During my quarter-century in policing, I have watched the impact of Specialization by Function on the organization chart. Its way of dealing with problems is to create a new box, put a few people in it and announce the birth of whatever. In Edmonton we have



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Police increasingly face public scrutiny through civilian review boards

Civilian review boards, intended to boost public confidence in the process of investigating complaints made by citizens against police, are an increasingly visible feature on the American law enforcement landscape, according to a recent study which found that 30 of the nation's 50 largest cities have established some type of review board.

"The spread of civilian review represents a new national consensus on civilian review as an appropriate method of handling citizen complaints about police misconduct. This consensus reflects the judgment of elected officials — mayors and city council members — in over half of the big cities," said the first-of-its-kind study, released on April 11.

Samuel Walker, a professor of criminal justice at the University of Nebraska in Omaha who co-authored the study with graduate student Vic W. Bumphus, predicted that increased public attention on police brutality and misconduct because of the videotaped beating of motorist Rodney King by Los Angeles police will result in the establishment of still more civilian review boards. Already this year, at least three U.S. cities — Long Beach, Calif., Minneapolis and Toledo, Ohio — have implemented civilian review boards. Fifteen of the 30 review boards cited in Walker's 50-city survey have been established in the last five years — a "very surprising" figure that Walker said was indicative of an emerging "spontaneous national movement."

"The Rodney King incident has redefined the problem [of police misconduct] at a national level," Walker added. "We've really entered a new era. We've settled the question of whether there should be civilian review boards. Sixty percent of the city councils have answered the question affirmatively. . . . The situation is changing very dramatically."

The study found that the formation of the review boards was not restricted along racial or geographic lines. The Midwest has the largest concentration of civilian review boards — a finding that Walker said he could not explain. Walker and Bumphus also found that cities with small concentrations of minority populations, such as Indianapolis and Minneapolis, are establishing the boards at the same rate as cities

with large minority populations, like Miami, New York and Chicago.

The researchers defined three classes of civilian review boards and noted which type exists in different U.S. cities. In Class I, the initial investigation of a complaint is done by non-sworn personnel. Their findings are reviewed and recommendations for action are made by a non-sworn person or board that consists of a majority of non-sworn members. Forty percent of the cities with review boards have this type of structure. They are: Chicago; Cincinnati; Cleveland; Detroit; Honolulu; Long Beach, Calif.; Milwaukee; Minneapolis; New Orleans; Oakland, Calif.; San Francisco; and Washington, D.C.

With the Class II model, the initial investigation of complaints is carried out by sworn officers, who report to a non-sworn person or a board composed mostly of non-sworn members. The researchers found this type of review board structure in Albuquerque, N.M.; Atlanta; Baltimore; Dallas; Fresno, Calif.; Houston; Indianapolis; Kansas City, Mo.; Miami; New York; Pittsburgh; Portland, Ore.; San Diego; and Toledo, Ohio.

The Class III review board uses sworn officers to carry out the initial investigation as well as the review of the investigative report and recommendation for action. A citizen who is dissatisfied with the final disposition of the complaint may appeal to a board that includes non-sworn members. Four cities — Omaha, Neb.; Phoenix; St. Louis; and Tucson, Ariz. — have Class III systems.

Of the nation's 50 largest cities, those with no civilian review process include: Austin, Texas; Boston; Buffalo, N.Y.; Charlotte, N.C.; Denver; Columbus, Ohio; El Paso, Texas; Fort Worth, Texas; Jacksonville, Fla.; Los Angeles; Memphis, Tenn.; Nashville, Tenn.; Oklahoma City; Philadelphia; Sacramento, Calif.; San Jose, Calif.; San Antonio, Texas; Seattle; Tulsa, Okla.; and Virginia Beach, Va.

The study also noted the existence of some type of civilian review procedure in Berkeley, Calif.; Dade County, Fla.; Flint, Mich.; Hartford, Conn.; Rochester, N.Y.; and San Diego County, Calif.

Walker said the increasing number

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20 Years in the Making Major-City Civilian Review Agencies, by Date of Creation

1991	Toledo	Kansas City (Mo.)
	Long Beach	
1990	Houston	1982 Portland (Ore.)
	Minneapolis	Tucson
1989	Indianapolis	1980 District of Columbia
	St. Louis	Oakland
	Fresno	1979 Cincinnati
1988	San Diego	1977 Milwaukee
	Dallas	Baltimore
	Cleveland	1975 Omaha
1987	New York	1974 Detroit
	Albuquerque	Chicago
1986	Phoenix	1972 Honolulu
	Miami	
	Pittsburgh	(Dates indicate the year an agency was authorized and assumed jurisdiction over civilian complaints.)
1984	Atlanta	
1983	San Francisco	Source: "Civilian Review of the Police," Walker, Bumphus, 1991.
	New Orleans	

Taking spouse abuse beyond a "family affair"

By Stephen Goldsmith

For years the standard practice in most police departments and prosecutors' offices was to treat spouse abuse cases as "family affairs." Law enforcement agencies

Making The Case: An Insider's Look at Police/Prosecutor Relations.

Tenth in a series.

thought that the criminal process and sanction might make matters worse. The police counseled victims and perpetrators and often went to great lengths to avoid arrest and prosecution for these assaults.

Then the Minneapolis Domestic Violence Experiment seemed to show clearly that arrest is the response most successful at reducing spouse abuse recidivism. Although later studies in Milwaukee and Omaha have questioned the Minneapolis conclusions, most police agencies now believe that arrest works to reduce recidivism and the danger to wife victims. Many prosecutors conclude from the Minneapolis study that prosecution and judicial intervention will support the police effort and yield a social benefit beyond the effects of the arrest. In other words, if having the police get tough and arrest wife batterers reduces violence, then no-nonsense prosecution will back up the police and make the arrest sanction more effective.

To test this thesis, David Ford, under a grant from the National Institute of Justice, designed a project to compare the following alternatives: no prosecution, pretrial diversion, prosecution and rehabilitative treatment, and prosecution and other sanctions, including the possibility of jail.

The project identified 678 cases (480 initiated by victim complaint and 198 by on-scene police arrest) and randomly assigned each case to one of the four discretionary tracks, although only the victim-complaint cases were allowed the no-prosecution (drop permitted) track.

The study measured the effectiveness of the four policies in reducing new violent episodes both before disposition and six months after disposition. Simply accepting charges and proceeding through the initial hearing in court reduced by 50 percent the chance of further violence in the six months after disposition.

In assessing the impact of the four tracks upon subse-

quent violent behavior by the defendants, the results are less clear. While almost 30 percent of all defendants committed new acts of violence during the pre-disposition period, dropping the case yielded the lowest rate of pre-disposition violence among victim-complaint cases, followed closely by diversion. Pre-disposition violence, the researchers conclude, is influenced much more by delay and by whether the victim and the defendant continue to live together.

As for post-disposition violence, the study showed that in cases of victim-initiated complaints the track that permitted the victim to drop charges yielded less violence only when the victim chose not to drop them. If the victim did drop the charges, she was significantly more likely to be battered again. Victims who were permitted to drop, but did not, had less than a 10 percent chance of being battered again within six months.

Among defendants who entered the system as a result of on-scene police arrest, the post-disposition results were different. After controlling for cohabitation and pre-disposition violence, the researchers found that only probation with counseling had an impact, but even there it was a negative one. Defendants sentenced to anger-control counseling were more likely to commit additional acts of violence within six months after disposition.

Thus it appears that the decision to accept charges and prosecute is effective in preventing spouse abuse. However, tracking prosecution to adjudication may not be more effective than offering victims or defendants opportunities to avoid a trial. The most significant impact on deterring violence occurs when the victims are permitted to drop the charges but choose not to. Apparently, empowering the victim to control the prosecution and threatening future sanctions creates an alliance of state and victim and deters crime. In contrast, the often popular prosecution with traditional sanctions appears less effective, while probation with anger-control therapy correlates with even more violence.

(Stephen Goldsmith is a former three-term Prosecuting Attorney of Marion County (Indianapolis), Ind. He is a research fellow at Harvard University's Kennedy School of Government. Portions of the foregoing column were taken from a review by Andrew Sonner in the journal *Prosecutors Perspective*.)

Inmates are shown the Gates:

Sheriff faces contempt rap

Seven Orange County judges filed contempt charges against Sheriff Brad Gates on April 10 stemming from last year's policy of releasing prisoners to relieve jail overcrowding — a policy that has forced Gates to release roughly 1,000 prisoners a week over the past two years.

Assistant Sheriff Jerry Krans told LEN that Gates will appear May 10 before Central Municipal Court Judge Richard Stanford, who will determine whether to proceed with the charges.

Krans characterized the dilemma as one of "local judges versus Federal judges." Since 1985, the Sheriff's Department has been under a Federal court order that placed a cap of 1,296 prisoners in the county's main jail in Santa Ana.

"The population keeps coming in and we have to find ways of getting them out to maintain the cap the Federal court has put on...and the county hasn't seen fit to build any more jails yet," said Krans. "In order to keep the capacity down in the central jail, we've had to overcrowd the other outlying facilities."

No caps exist in the county's five other jails, and the American Civil Liberties Union recently took the Sheriff to court because of overcrowding in the satellite facilities. Krans said he expects the suit will lead to population limits being placed on those facilities as

well. The only alternatives have been to cite and release prisoners and releasing those with the least amount of time left on their sentences, he said.

Krans said local judges filed the contempt of court charges against Gates because they were angered that the Sheriff released prisoners against whom they had issued bench warrants. It is not the first time municipal judges have taken such action. It also happened in 1987, and the presiding judge at the time agreed to dismiss the charge if the

Sheriff agreed to release fewer prisoners wanted on bench warrants.

"What we had been doing up to then was releasing any misdemeanor that came into the system. An off-the-street booking would immediately be given a traffic ticket — cited out and released. On simple warrants of arrest, we were releasing those people, and also releasing people that were arrested on bench warrants," explained Krans.

The situation has not improved since

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More black recruits sought, but to little avail

Urged to change its recruiting and testing process to encourage more black applicants, the Louisville, Ky., Police Department attracted 473 blacks during a recent recruiting drive — nearly twice as many as the last effort two years ago — but only 159 of those applicants reportedly showed up on March 30 to take the written test for the job.

Moreover, despite an intensive effort to help candidates prepare for the test, only 91 black applicants passed the exam and a disproportionate number placed near the bottom of the list, said Jay Prewitt, chief examiner of the

Louisville Civil Service Board. Of the 772 people who took the test, he added, 595 passed it.

A newly instituted oral exam was to be administered this month and Prewitt said he hoped it would result in moving some of the black candidates up the list. Applicants with the highest overall scores have the best chance of being hired as recruits next year.

Six blacks finished in the top 30, according to Prewitt, and all of them had taken a practice test given by the city before the actual exam. Four of the six also attended a special training

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McNamara:

Why won't police chiefs denounce Gates?

By Joseph D. McNamara

The brutal beating of Rodney Glen King by Los Angeles policemen offers convincing evidence that a code of silence exists within that department, but it also illustrates a similar reluctance of the nation's police chiefs to criticize a fellow chief. Four officers took turns kicking and beating an unresisting victim for more than two minutes. These criminals in uniform would not have dared their brutality had they feared that any of the 17 other police officers watching would report their criminal actions.

Blatant racist jokes and comments about the beating on the police communications system make it hard to believe that this was an "aberration" as Chief Daryl Gates claims. The culture of that department that allowed the brutalizing of Rodney Glen King was created under Mr. Gates's leadership. Yet we, his fellow police chiefs, have for years remained silent about Mr. Gates, who on April 4 was put on a 60-day leave by the Los Angeles Police Commission.

A police chief plays an essential role in setting the climate in which his department operates. Through the years Mr. Gates has made public statements clearly at odds with the new concept of community policing, in which officers work with

citizens to improve neighborhoods and prevent crime. A few years ago Chief Gates referred to gang members as "dirty little cowards," and warned them that "there is resounding applause to every fall of the hammer." The exchange sounded more like one gang challenging another than a police chief seeking to reduce conflict in the community. Indeed the Rambo-like challenge did not lower violence, and may have increased it. Hundreds of gang homicides occur every year in Los Angeles despite sweeps by the city's police.

Mr. Gates would have been better advised to seek community programs for jobs, education, elimination of prejudice and improvement of neighborhoods. But this kind of reasoning is foreign to a man who publicly claimed that his SWAT team could free the Iranian hostages.

Similarly, Mr. Gates vehemently opposed the Police Corps program backed by other police chiefs. The Police Corps would send idealistic young people, including minorities, to serve a three- or four-year tour of duty after college graduation in return for Federal funding of their educations. Mr. Gates opposed the Police Corps because its members would not be professionals. Yet the presence of such "non-professionals" would discourage the racism and brutality exposed by

the Rodney King beating. Such attitudes survive only in a closed police culture. The presence of even one Police Corps officer witness would have deterred the criminal cops.

Many chiefs openly disagreed with Mr. Gates when he opposed the Police Corps bill in Congress. We should be as openly critical of his other statements. For example, Mr. Gates once said that blacks were more susceptible than "normal people" to chokeholds. More recently, he described the killer of a police woman as an "El Salvadoran, who shouldn't have been here." The nationality of the murderer was irrelevant. Mr. Gates's statement did nothing to lessen the tragedy of the fallen officer, but like his statement about blacks, it gave comfort to bigots within and outside the department. And it hardly reduced conflict in a city where the majority of the population is made up of minorities who need and deserve police protection, whether or not they are citizens.

Two years ago, on a national television documentary, Mr. Gates defended a special unit that had shot many criminals during stakeouts. The unit had advance knowledge that crimes were about to occur, but often stayed outside and let robberies occur, even though innocent retailers and customers were put at risk. The chief said that arresting the criminals before the robberies wasn't a good idea because the courts were so lenient. The unit has been allowed to continue to operate despite its high shooting rate — or, worse still, because of the shootings.

Last year Los Angeles paid \$3 million to 52 residents of an apartment complex ransacked by police. Mr. Gates reluctantly admitted that the officers who did the ransacking were wrong, but said he could understand their frustration in trying to fight drugs. Even more recently, Mr. Gates told the Senate that "casual drug users should be taken out and shot." He assured the senators that he was not being facetious.

And his initial reaction on television to the Rodney King brutality tapes was defensive. Mayor Tom Bradley told the media that such conduct wouldn't be tolerated, and that the wrongdoers

would be sought out for punishment. Mr. Gates said that while he was shocked, he wasn't drawing conclusions and would look into the "background" of the incident. Presumably, the chief has now received wiser counsel. He has called for prosecution of three of the officers, and has produced a videotape for his troops condemning the beating.

But condemnation of misconduct and excessive force should have been a constant message from the command staff before the brutality, and not an afterthought. Yet, it's hard to imagine commanders preaching restraint in light of the chief's constant belligerent pronouncements.

Even Mr. Gates's apology to Mr. King sent the wrong message. He said that he hoped the incident might help Mr. King to straighten out his life. It is hard to imagine someone unlawfully beaten by uniformed officers as others looked on being inspired to respect law and order. Or was the chief suggesting that the beating was a warning against further run-ins with the police?

Daryl Gates's words and actions create doubt about his claim that the Rodney King incident was an aberration. Public opinion polls in Los Angeles show the majority of people believe police brutality is common, and they disapprove of the way Mr. Gates has done his job. When he characterizes such opposition as cop-haters, he embitters his department and, to some extent, all police.

Mr. Gates's military style of policing is at odds with that in the rest of the country, and it's about time police leaders publicly repudiated it. It's hard to see how the Los Angeles Police Department can regain credibility unless Daryl Gates's leave becomes permanent. But the videotape of the LAPD brutality affects the credibility of all police officers. It has cast a cloud over policing that won't be lifted until police chiefs drop their own code of silence and speak out against one of their own's peculiar philosophy of policing.

(Joseph D. McNamara will retire in May as the Police Chief of San Jose, Calif. His commentary originally appeared in the western edition of the Wall Street Journal.)

Other Voices

(A roundup of editorial views on criminal justice issues from the nation's newspapers.)

Control gun buying with the Brady bill

"After resisting gun control laws as President, Ronald Reagan now supports a seven-day waiting period so police can check the backgrounds of gun buyers. Reagan almost lost his life in 1981 because it was so easy for a disturbed young John Hinckley Jr. to buy a gun. The argument about waiting periods should be over. We just need to decide how long to give police for background checks. The NRA backs the wrong approach: instant checks by telephone. Instant checks are incomplete and depend on gun sellers trying to make sales. They require technology and data not yet widely available. Today, the most realistic way to keep guns out of the wrong hands is a seven-day national waiting period proposed in a bill named after James Brady, the press secretary disabled in the attack on Reagan. Sadly, too many in Congress don't listen to the 95 percent of the public or the growing list of law enforcement, legal and civic groups that support a waiting period for gun purchases. Too many in Congress don't listen to responsible gun owners who understand a little inconvenience for background checks is a small price to pay to keep guns out of the wrong hands. It's time they quit listening to the gun lobbyists. And stopped reacting to a few gun nuts back home. No legitimate use for a handgun is so urgent that it couldn't wait a few days while police check out the buyer. Congress should require a waiting period. Now."

— USA Today
April 1, 1991

A handgun test for Rep. Ramstad

"This is a big day for Rep. Jim Ramstad. As a member of the House Judiciary Subcommittee on Crime and Criminal Justice, the freshman Congressman will be among the first lawmakers to vote on the Brady bill. That sensible measure would impose a national seven-day waiting period on handgun purchases, thereby enabling background checks on buyers. How disturbing that Ramstad says he'll oppose it. Ramstad isn't blind the value of checking up on gun buyers; he favors an alternative proposal for a computerized 'instant' check system during handgun sales. But that measure is the National Rifle Association's recipe for pie in the sky. According to Attorney General Dick Thornburgh, a Federal computer network would take years to establish; many states don't keep computerized police records at all. And any such system would lack one plain advantage of a seven-day wait: an obligatory cooling-off period for irate gun-seekers. Besides, Ramstad's eagerness for computerized character checks is no excuse for him to oppose legislation that would guarantee protection while an instant system gears up. The Brady bill is practical and nonintrusive. Most Minnesotans favor it. Ramstad can in good conscience support a sound idea reflecting his constituents' wishes if he votes yes on the bill."

— The Minneapolis Star Tribune
April 10, 1991

Suppress the gun fire, pass the Brady bill

"The Brady bill won't cure America's horrendous gun problem. But by imposing a seven-day waiting period on the purchase of handguns, it can reduce dramatically the number of weapons in the hands of felons and gun-runners. That's why, according to a new Gallup Poll, an overwhelming 95 percent of Americans support the Brady bill. That's why Congress should defy the gun lobby and turn the bill into national law. Americans were happy and relieved that U.S. casualties in the Gulf War numbered only about 100. How, then, can the nation turn its back on the appalling death toll from firearms at home? In New York City, nearly 1,500 people were killed by guns last year alone. In the past 10 years in America, the total is a staggering 200,000. The gun lobby continues its relentless campaign against form of gun legislation, however sensible and necessary. But even those who sympathize must surely realize that Brady is different from the gun registration they oppose. It is a long overdue mechanism to let honest citizens purchase guns in compliance with local laws while barring ex-convicts and gun traffickers."

— The New York Daily News
March 25, 1991



A return to doing the right thing

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and Block Parents are noticeable by their absence in the poorest neighborhoods of our cities, where they are most needed.

As a consequence, fear of crime has become an industry in its own right. There is money to be made by scaring the hell out of people. Doctors and dentists copped onto that long ago. Most of the people who install burglar alarms and put five locks on their doors live in the safest neighborhoods. Burglar alarms, usually installed at the urging of these specialists, generate massive amounts of unnecessary work because 98 percent of them are false. In Edmonton, these false alarms constitute over 40 percent of our high-priority calls for service. The private sector installs them, reaps the profit and the public police (the grunt, of course — not the specialist) services them. And so another job is dumped.

Parkinson's Law

Then there is the "empire-building" phenomenon. Parkinson's Law says that when a new position is created, the work will grow to fill it until it takes two people to do what didn't need to be done by anyone in the first place. People justify budgets and promotions by the size of their unit. But these "new" people have to come from somewhere. They do — invariably from the front. For instance, the Edmonton Police Service had 545 constables assigned to patrol divisions in 1980, when the population was 505,000. Today, with a population of 605,000 and the reported crime rate almost 50 percent higher, we have 468 constables assigned to patrol divisions. Of course, in the interim, several new specialized boxes appeared on the organization chart and several others grew in size.

The Flight from the Front

I have long believed that with most things in life, there is the theory of what is supposed to be, and the reality of what is. With policing, we are stuck with things as they are, and so I try to focus on the reality of things. Theoretically, people become police officers to help other people. Wrong. The reality of Specialization by Function has led to what I call the Flight-from-the-Front. No one wants to work in patrol anymore, where your opportunity to help someone is greatest. Taking calls for service, the "Big Mac" of policing, has become the lowest rung on the status ladder. No one wants to do it. Let me support that statement with hard figures.

The Edmonton Police Service at this point in time has 1,088 police officers. In 1988, 242 applied for transfer to six of our specialized units, while fewer than five applied for transfer to patrol. In 1990, and only up to November of that year, an amazing 489 had applied for transfer to the same six specialized units, while fewer than five asked to go to patrol. Can there be a stronger message? Few want to do the work we all joined up to do. Few are interested in community welfare and existence.

Of course, we learned the same thing years ago when we were kids playing hockey; no one wanted to be goalie, yet who is the most important player on any successful hockey team? What the Roman, Aurelius, said 1,700 years ago is indeed very true: "Our lives become what our thoughts make them." These specialists might think they are peace officers but they're not. They are functionaries who perform a task; they do not serve people. They live out the forecast of Ron Zemke, a service improvement expert who said, "Left to our own devices, we pay more and more attention to things of less and less importance to our customers." Once something is created in the professional policing model, no one looks at it again for years, and so these people are left to their own devices.

In summary, I believe this to be the inevitable outcome of Specialization by Function. The ownership phenomenon does occur, but of the wrong thing. Raymond Smith, CEO of Atlantic Bell (1989 revenues — \$11.5 billion), described the same problem he encountered when he took over in 1989. He said: "In a large business, the most important determinant of success is the effectiveness of millions of day-to-day interactions of human beings. If these contacts are contentious, turf-oriented and parochial, the company will flounder, bureaucracies will grow and internal competition will be rampant." Policing has become a bunch of disconnected jobs with competing priorities, it needs to be a peace-keeping profession with a common goal.

But what to do?

[Coming up in Part 3: The answer to the problem, from ownership of turf to staging a "bureaucratic garage sale."]



(Chris Braiden is a Superintendent with the Edmonton, Alberta, Police Service.)

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CALL FOR PAPERS

An International Conference on Crime and Justice

Leningrad, U.S.S.R.

John Jay College of Criminal Justice and Leningrad State University will hold a weeklong conference on crime and justice from June 21-27, 1992. Participants will include major researchers, policy-makers and practitioners from the United States, Soviet Union, Europe, Asia, Canada, Latin and Central America and the Caribbean.

Presenters are now being sought to offer papers in one of the topical areas listed below. For consideration, send an abstract no later than July 1, 1991, to:

Dr. Gerald W. Lynch, President,
John Jay College of Criminal Justice,
899 Tenth Avenue, New York, NY 10019. Fax: (212) 237-8901.

Papers will be peer reviewed for final inclusion in the program.

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- Non-Custodial Treatment of the Addicted Offender
- Youth Gang Violence: Control Issues and Strategies
 - Prostitution
 - Victimization of Adults and Children
 - Impact of Alcohol on Domestic Violence
- Intensive Supervision of Drug and Alcohol Habituated Probation and Parole Clients
 - International Perspectives
 - Customs and Border Control
- Technological Applications: Data Collection and Analysis (The Interpol Model)
 - International Exchanges in Criminalistics and Forensic Science
 - Toward an International Criminal Law
- Terrorism: A Global Community Threat and Its Costs to Society

The conference will be held in the Palace of Friendship in Leningrad. Arrangements will be made for air transportation, hotel accommodations, meals, receptions, and transportation between the conference site and hotels. One fee of approximately \$2,000 will cover conference registration, air fare, hotel, most meals, and three evenings of cultural performances. Time will be set aside for visits to local criminal justice institutions, psychiatric hospitals, and other appropriate sites.

Officers' spouse abuse sparks concern

Continued from Page 1

all stuck together and they weren't going to do anything about it anyway."

The woman called the Police Department to find out what kind of programs were available for her husband, who also had an alcohol problem. "Of course, they told her everything was voluntary; they couldn't force him to do anything," said the attorney. Susler charged that while programs may exist "on paper," they do not appear to offer "any kind of meaningful response to the incidence of domestic violence."

"It's mostly ignored. [Domestic violence] is an embarrassing thing. 'We don't want to invade someone's privacy' — that's the attitude [of police officials]," she said.

The officer received no counseling nor was he disciplined in any way, said Susler. "They did nothing to ensure that he wasn't going to be able to continue to use his power as a police officer to abuse his wife — and he continued to do so."

In Front of Fellow Officer

The culmination of the abuse occurred in 1988 when the officer — on duty and in uniform with his partner in a squad car — pulled over his wife as she was driving with their young son. The incident occurred after the woman had obtained an order of protection against the officer, which was still in effect. The officer beat his wife, in full view of his son and patrol partner, who did not intervene "even though he knew there was an order of protection and he had a responsibility to arrest his partner," said Susler. The partner is also named as a defendant in the lawsuit.

Susler said the officer was tried and convicted on battery charges stemming from the incident. But according to Officer Pat Camden, a Chicago police spokesman, he remains on the force.

Susler said city officials, citing privacy concerns, have stalled when asked to supply specifics about the incidence of domestic violence committed by Chicago police officers. The attorney said that she has filed a pending motion to compel the city to release information on the extent of the problem.

"It's precisely that attitude that has led to the incidence of violence being completely unchecked," said Susler. Efforts to intervene are also hampered by the attitudes of supervisors who often feel that "it's none of their business," she added.

Camden told LEN he could not comment on the case because of its pending nature, but added that while the department may offer counseling to officers with domestic problems on a voluntary basis, "that doesn't mean you can force somebody [to seek help] simply because he's a police officer."

Susler and Haas have gathered articles from local newspapers to show that the number of domestic violence incidents reported to the Office of Professional Standards is between 200 and 300 each year. "We don't know how many officers have repeated allegations against them. But we know how many wives have dared to come forward to the OPS. It's the tip of the iceberg. It's got to be. The cost to these women of sticking their neck out that far is enormous. They risk their lives to do that," said Susler.

Official Picture Is Murky

Statistics supplied to Susler by OPS on the number of domestic violence complaints against Chicago police give a murky picture of the problem, showing only the number of complaints that have been sustained or not sustained, and whether disciplinary action was taken.

Robert Bright, an OPS administrator, said the office only began investigating charges of domestic violence made against police officers in December. Previously, the probes were conducted by the department's internal affairs unit, but police officials recently decided that such investigations should fall under the purview of OPS. "We are supposed to be investigating all excessive force complaints — on or off duty," Bright said.

Through April, 165 complaints of domestic violence or neighborhood disturbances involving off-duty police officers had been filed with OPS, he said. That's down 14 percent from the

same period last year, when 192 complaints were filed with the Internal Affairs Division. Bright could not say how many of the complaints were sustained nor whether disciplinary action was taken against any officers. Bright also could not supply LEN with any breakdowns of the complaints.

Supervisors Are Notified

"We do make note of those people who have frequent incidences of the type that suggests they do need some sort of intervention or counseling," Bright added. OPS notifies the officer's commander or supervisor "immediately" when a domestic violence complaint is made, he said. A facsimile of the complaint is also transmitted to the officer's superiors. Commanders may encourage — or strongly suggest — that the officer seek counseling offered by the department's Personnel Concerns Program.

Officers whose complaints are sustained by OPS could face disciplinary measures ranging from a reprimand to a request by the Police Superintendent for separation from the department, "depending on the severity of the charge," said Bright. The Police Superintendent can order five-day suspensions, but any request for dismissal of an officer must be approved by the city's nine-member Police Board. The officer has the opportunity to appeal any disciplinary action to the Police Board, Bright added.

Susler said she has gleaned from interviews with other police wives and former wives of officers that domestic violence involving police officers "is a problem of fairly serious proportions." The situation indicates that police wives and their families "really don't enjoy the same level of protection from people who are committing crimes as those who are not married to police officers."

The Police Department's apparent failure to intervene in domestic violence involving its officers can have tragic results. In September 1988, Ed Johnson, a three-year veteran, fatally shot his wife, Selena, then killed himself. Selena Johnson, herself a rookie police officer, had informed police

officials of her husband's continual abuse and had obtained an order of protection against him. Their colleagues also were aware of the problems, according to a March 1989 article in the Chicago Reader, a weekly newspaper. The article added that during 1988, at least three other Chicago police offi-

cers killed their wives and then themselves.

"Why should they lose their right to be protected from known crime because they are married to somebody who has a badge, and therefore, feels much freer to commit crime?" Susler said.

Louisville keeps trying to recruit black cops

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program offered by the Jefferson County public schools. The results indicate that the most highly motivated candidates improve their chances of doing well on the exams, he said.

But Shelby Lanier, head of the Black Police Officers Association and president of the local chapter of the National Association for the Advancement of Colored People (NAACP), said changes might be required in the recruiting and testing process to ensure that the number of blacks in the Police Department adequately reflects the city's black population. Lanier, who helped recruit and prepare candidates for the tests, warned that the city is in danger of negating the gains it has made in recruiting minority officers unless the process is reviewed and its weaknesses are addressed.

Of the 628 officers currently on the Louisville police force, only 100, or 16 percent, are black.

Dan Burgess, a spokesman for Mayor Jerry Abramson, said the city is "very interested in finding ways to increase the number of blacks in the police and fire departments." Prewitt, who said he was "wide open for suggestions" on ways to increase black recruitment, said the "community has to get involved in helping minorities get better prepared" for the written exams.

The surge in black recruits began in part after the Black Police Officers Association filed a lawsuit in the late

1970's charging that the city's hiring and promotional policies were discriminatory. A Federal judge agreed and ordered the city to hire two black officers for each white officer brought into the Police Department. The order stayed in effect until 1987, when the department met its goal of 15 percent black officers.

Police Chief Doug Hamilton has said the Police Department should reflect the racial makeup of the city, which is 29.7 percent black, according to 1990 census figures. But the agency's most recent class of 29 recruits had only one black.

Lanier suggested that the tests might be culturally biased and said that giving the exam orally may help avoid misinterpretation of the test questions by allowing recruits to double-check the meaning of confusing questions. The new oral test, he noted, will consist of one question — asking a recruit how he would handle a given situation as a police officer. Answers will be graded by a three-member panel consisting of two police officers and a Civil Service staffer who will assess how well the recruits communicate.

Prewitt said that the city had not yet decided how to weight the oral exam, but said he hoped it will help black officers improve their scores. Of the 595 people to be tested, 118 or 20 percent are women — the highest figure ever, Prewitt said, noting that women tend to score better on the written test than men.

Orange County judges see red over jail releases

Continued from Page 7

then, and Sheriff Gates continues to try not to release offenders picked up on bench warrants, said Krans. The current contempt charges stem from releases in 1989, when the Sheriff released 52,000 prisoners, and in 1990, when nearly 50,000 were released. Krans estimated that about 11,000 have been released so far this year.

The dilemma has been complicated by a recent state statute that allows jail officials to release prisoners brought in on certain warrants — a statute that the Sheriff's Department has apparently violated by releasing prisoners specifically barred from release, Krans said. "We're trying to keep one judge happy and keep as many bench warrants as we could, while still having to release them. . . . We're releasing more of the arrest warrants. The local judge didn't like that and said we weren't complying with state law, that we were releasing too many people on the other warrants and he wanted more bench warrants released."

Krans said that if a Federal cap is

placed on the county's other lockups, the Sheriff could be forced to release up to 1,300 more inmates since those facilities are already overcrowded. "We're going to get it from both sides," he said. "We've been trying to work as closely as we can to keep them happy. It's not been our choice to release these people as it is but we don't have a whole lot of choice with the Federal court order and the lack of space we have."

James L. Turner, the deputy county counsel who advises the Sheriff's Department, said the situation puts the Sheriff between "a rock and a hard place."

"We have to give everybody a bed and in order not to violate the court order, you have a cite and release program, an early-out program, whatever kind of program you can to keep the population down. You only have so many places you can put people. . . . Whatever you can do, you're having to do to keep the population down. So when you've got them coming in the door, if they're keepers, you've got to do something with the back door."

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Upcoming Events

JUNE

1. Workshop for the Modern Professional Investigator. Presented by the Society of Professional Investigators. To be held in New York. Fee: \$65.

1-6. National Juvenile Services Training Institute. Co-sponsored by the National Juvenile Detention Association and the Training Resource Center at Eastern Kentucky University. To be held in Collinsville, Ill. Fee: \$95.

3-4. Investigative Technology. Presented by Richard W. Kobetz & Associates. To be held in Chicago.

3-4. Interviewing the Sexually Assaulted or Abused Child. Presented by the University of Delaware. To be held in Winston-Salem, N.C. Fee: \$300.

3-4. Dispatcher Stress & Burnout Reduction. Presented by the University of Delaware. To be held in Alexandria, Va. Fee: \$275.

3-5. Street Survival '91. Presented by Calibre Press. To be held in Snowbird, Utah. Fee: \$149 (all three days); \$125 (first two days only); \$85 (third day only).

3-5. Effective K-9 Unit Management. Presented by the University of Delaware. To be held in Vero Beach, Fla. Fee: \$350.

3-5. Corporate Loss Prevention. Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$280.

3-5. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Philadelphia. Fee: \$495.

3-6. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Chicago. Fee: \$550.

3-7. Child Abuse Prevention & Investigation. Presented by the Institute of Criminal Justice Studies, Southwest Texas State University. To be held in Austin. Fee: \$75.

3-7. RICO Investigations. Presented by the Broward Sheriff's Office Organized Crime Centre. To be held in Fort Lauderdale, Fla. Fee: \$400 (in-state); \$450 (out-of-state).

3-7. Basic Drug Enforcement, Identification & Investigation. Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$500.

3-7. Basic Police Motorcycle Operation Training. Presented by the Northwestern

University Traffic Institute. To be held in Milwaukee. Fee: \$750.

3-7. Organizational Planning. Presented by the Northwestern University Traffic Institute. To be held in Evanston, Ill. Fee: \$500.

3-7. Drug Raid Operations. Presented by the Institute of Public Service. To be held in Gainesville, Ga. Fee: \$525.

3-7. Interviewing Child Victims & Suspects. Presented by the Delinquency Control Institute. To be held in Los Angeles.

3-7. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management. To be held in Phoenix. Fee: \$395.

3-7. Microcomputers for the Police Budget Officer. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$575.

3-7. Police Applicant Background Investigation. Presented by the Institute of Police Technology & Management. To be held in St. Petersburg, Fla. Fee: \$395.

3-7. Sex Crimes Investigation. Presented by the Institute of Police Technology & Management. To be held in Franklin, Tenn. Fee: \$395.

3-14. Managing Small & Medium-Sized Police Departments. Presented by the Northwestern University Traffic Institute. Fee: \$700.

3-14. At-Scene Traffic Accident Investigation/Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management. To be held in Winter Haven, Fla. Fee: \$575.

3-28. School of Police Supervision. Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$525 (SLEI member); \$750 (non-member).

4. Law Enforcement Automated Intelligence Analysis. Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$185.

4-6. Understanding Body Movement in the Interview/Interrogation Process. Presented by the University of Delaware. To be held in New Castle, Del. Fee: \$400.

4-6. Law Enforcement Shotgun Training. Presented by the Institute of Public Service. Fee: \$295.

5. Advanced Narcotics Investigation. Prepared by the University of Houston-Downtown Criminal Justice Center. To be held in

Houston. Fee: \$35.

5. Employee Randomized Drug Testing Selection Program. Presented by the University of Delaware. To be held in Cherry Hill, N.J. Fee: \$185.

5-6. Physical Security. Presented by Richard W. Kobetz & Associates. To be held in Chicago.

6-7. K-9 Narcotics Detection. Presented by the University of Delaware. To be held in Vero Beach, Fla. Fee: \$300.

6-7. The Reid Advanced Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Philadelphia. Fee: \$345.

10-11. Public Safety Radio Dispatchers' Seminar. Presented by the University of Delaware. To be held in Richmond, Va. Fee: \$275.

10-14. Advanced Drug Enforcement. Presented by the Northwestern University Traffic Institute. Fee: \$500.

10-14. Traffic Accident Reconstruction II. Presented by the Northwestern University Traffic Institute. Fee: \$500.

10-14. Automated Crime Analysis. Presented by the National Crime Prevention Institute. Fee: \$365.

10-14. Crime Scene Technicians Seminar. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$395.

10-14. Photography in Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. To be held in Tallahassee, Fla. Fee: \$450.

10-14. Advanced Hostage Negotiations. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$395.

10-14. Advanced TEAM-UP Database Management. Presented by the Institute of Police Technology & Management. Fee: \$575.

10-14. Drug Unit Commanders' Seminar. Presented by the Institute of Police Technology & Management. Fee: \$395.

10-14. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management. To be held in Miami. Fee: \$395.

10-14. Sects, Cults & Deviant Movements. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$395.

10-21. Supervising a Selective Traffic Law Enforcement Program. Presented by the Institute of Police Technology & Management. Fee: \$575.

12-14. Street Survival '91. Presented by Calibre Press. To be held in San Diego. Fee: \$149 (all three days); \$125 (first two days only); \$85 (third day only).

14. Legal Issues in Private Security. Presented by the Center for Criminal Justice, Case Western Reserve University. To be held in Cleveland. Fee: \$95.

17-21. Practical Homicide Investigation. Presented by the Northwestern University Traffic Institute. Fee: \$600.

17-21. Safe & Secure Schools: The Prevention of Violence, The Promotion of Safety. Presented by the National Crime Prevention Institute. Fee: \$365.

18-20. Making Money-Laundering Cases. Presented by the Broward Sheriff's Office Organized Crime Centre. Fee: \$250 (in-state); \$300 (out-of-state).

19-20. Uniform Crime Reporting School. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. No fee.

19-21. Implementing & Using the New Incident-Based Reporting System. Presented by the National Criminal Justice Computer Laboratory and Training Center.

To be held in Washington. Fee: \$300.

19-21. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Honolulu. Fee: \$495.

20-21. Executive/VIP Protection. Presented by Richard W. Kobetz & Associates. To be held in Edmonton, Alberta, Canada.

24-26. Using Your Talents & Experience as a Consultant. Presented by the National Crime Prevention Institute. Fee: \$280.

24-27. Police Media Relations. Presented by the Institute of Police Technology & Management. Fee: \$375.

24-28. Arson Investigation. Presented by the Northwestern University Traffic Institute. Fee: \$550.

24-28. Criminal Personality Profiling for Police Investigators. Presented by the Northwestern University Traffic Institute. Fee: \$550.

24-28. Police Planning Officer Workshop. Presented by the Institute of Police Technology & Management. Fee: \$395.

24-28. Symposium for School Resource Officers. Presented by the Institute of Police Technology & Management. Fee: \$395.

25-27. Homicide Investigation. Presented by the Center for Criminal Justice, Case Western Reserve University. Fee: \$195.

Study finds civilian review boards growing in big cities

Continued from Page 7

of cities seeking to establish civilian review boards indicates that police chiefs' attitudes about the bodies are changing, but union opposition is still strong. "The opposition of the chiefs is not as strong as it was 25 years ago. I think they've moderated. Police unions themselves are still opposed, but obviously the interesting point is that they have been losing those battles," noted Walker.

The study, which was limited to finding out how many large cities have taken it on themselves to implement civilian review boards, did not gauge the boards' effectiveness. It did note, however, that none of them have any power to impose discipline. They are restricted to making recommendations for disciplinary action to the police chief or police commission. Critics point to this lack of authority as a reason why the boards are ineffective.

No real studies have been undertaken to determine what effect the boards have on increasing public confidence in the review process of com-

plaints against police, Walker said, but such an examination is a logical next step. "The top item on the agenda for research is the question of effectiveness. Do they work? Do they make any difference? If so, which ones are more effective than others and what kind of problems do they run into?"

Walker and Bumphus will continue their study of civilian review boards by following up with a look at the variations of the three categories that might involve site visits, out of which they hope to gain an indication of the boards' effectiveness. "As some people have pointed out, some look good on paper. But on the scene, there are all sorts of problems with the administration of them. Some aren't actually operating very well at all."

[Copies of the study, "Civilian Review of the Police: A National Survey of the 50 Largest Cities, 1991," are available for \$3 from the Department of Criminal Justice, University of Nebraska at Omaha, Omaha, Neb. 68182-0149. Telephone: 402-554-2610.]

Clinic's "freebie" seeks to raise sex-assault reporting rates

Continued from Page 3

report such crimes and cooperate with police investigators.

"It is our feeling that the victim of this kind of abuse is safer by bringing it out in the open and letting the system deal with the individual than by hiding it in some manner," Sigler said. "As a governmental agency, we're certainly not going to comment one way or the other on what [the clinic] has done, except that we firmly support any victim that will come forward and participate actively in the investigation to put the perpetrator of any sex crime before the courts to be dealt with in the appropriate manner."

Betty Metzler, program director for the local Rape Crisis Center hotline, told LEN that the clinic's program

seemed like a good idea to encourage rape victims to report the crimes. She said many victims do not go to the hospital for medical attention because hospital officials almost always notify police when they do. "We seem to be moving toward mandatory reporting in this state," she said. She added that victims of "date rape" would not benefit because many do not want to report the attacks to police.

At least the program gives women a choice in whether to report the crime, Metzler observed. "I know enough people who have become pregnant and I know some people who have wanted abortions [after being victimized]. Having them report to the police is a protection for the clinic, but it also does encourage people to report," she said.

For further information

Broward Sheriff's Office Organized Crime Center, P.O. Box 2505, Fort Lauderdale, FL 33303 (305) 492-1810.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727 (800) 323-0037.

Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106 (216) 368-3308.

Community Program Innovations, P.O. Box 2066, Danvers, MA 01923 (508) 774-0815.

Criminal Justice Center Police Academy, Sam Houston State University, Box 2296, Huntsville, TX 77341-2296 (409) 294-1669,70.

Delinquency Control Institute, University of Southern California, School of Public Administration, 3601 South Flower St., Los Angeles, CA 90007 (312) 743-2497.

Department of Defense Polygraph Institute, Building 3195, Fort McClellan, AL 36205-5114 (205) 848-3336.

Florida Crime Prevention Training Institute, Office of Crime Prevention & Training, The Capitol, Tallahassee, FL 32399-1050 (904) 487-3712.

Institute of Criminal Justice Studies, Southwest Texas State University, San

Marcos, TX 78666-4610. (512) 245-3030.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216 (904) 646-2722.

Institute of Public Service, 601 Broad St., S.E., Gainesville, GA 30501 1-800-235-4723.

International Association of Law Enforcement Intelligence Analysts, Attn: Emma E. Fern, P.O. Box 52-2392, Miami, FL 33152 (305) 470-5500.

Richard W. Kobetz & Associates Ltd., Arcadia Manor, Rte 2, Box 3645, Berryville, VA 22611 (703) 955-1128.

National Crime Prevention Institute, Shelby Campus, University of Louisville, Louisville, KY 40292 (502) 588-6987.

National Criminal Justice Computer Laboratory & Training Center, 555 New Jersey Ave., N.W. Suite 860, Washington, DC 20001 (202) 638-4155.

National Juvenile Detention Association, 217 Perkins, Eastern Kentucky University, Richmond, KY 40475-3127 (606) 622-6259.

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350 (617) 239-7033.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204 1-800-323-4011.

Pennsylvania State University, Police Executive Development Institute, 102 Waring Commons, University Park, PA 16802 (814) 863-0262.

John E. Reid & Associates Inc., 250 South Wacker Dr., Suite 1100, Chicago, IL 60606 (312) 876-1600.

SEARCH Group Inc., 7311 Greenhaven Dr., Suite 145, Sacramento, CA 95831 (916) 392-2550.

Society of Professional Investigators, 80 Eighth Ave., Suite 303, New York, NY 10011-5104 (212) 807-5658.

Southwestern Law Enforcement Institute, P.O. 830707, Richardson, TX 75083-0707 (214) 690-2370.

University of Alabama Law Enforcement Academy, Box 870388, Tuscaloosa, AL 35487-0388 (205) 348-5831.

University of Delaware, Law Enforcement Seminars, 2800 Pennsylvania Ave., Wilmington, DE 19806 (302) 573-4440.

University of Houston-Downtown, Criminal Justice Center, 1 Main St., Houston, TX 77002 (713) 221-8690.

The black-and-blue code of silence:

Police these days tend to be much better at handling cases of domestic violence, but what happens when the abuser is a fellow cop? According to one attorney, the brotherhood of police closes ranks and shoulder-shrugging prevails. **See Page 1.**

If you're not part of the solution...

Then you're part of the problem, or so the saying goes. Supt. Chris Braiden looks at some of the human problems affecting policing today, in Part Two of his pithy analysis, "Who Paints A Rented House?" **On Page 6.**

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